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Message Text

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71
ACTION IO-14

INFO OCT-01 ARA-16 EUR-25 EA-11 ISO-00 OIC-04 CIAE-00 H-03

INR-11 L-03 NSAE-00 NSC-07 PA-04 RSC-01 PRS-01 SP-03

SS-20 USIE-00 INRE-00 SSO-00 NSCE-00 DRC-01 /125 W
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O 170120Z JUL 74
FM AMEMBASSY CANBERRA
TO SECSTATE WASHDC IMMEDIATE 3657
INFO AMEMBASSY LISBON IMMEDIATE
USMISSION USUN NEW YORK IMMEDIATE
AMEMBASSY LIMA
AMEMBASSY LONDON
AMEMBASSY SAN JOSE
AMEMBASSY VIENNA

C O N F I D E N T I A L CANBERRA 4534

E.O. 11652: GDS
TAGS: PFOR, UN, PU, AS
SUBJECT: SECURITY COUNCIL: UN MEMBERSHIP FOR GUINEA-BISSAU

REF: A) STATE 146266; B) LISBON 2947

1. SUMMARY: EMBOFF PRESENTED USG ASSESSMENT OF PORTUGUESE GUINEA-BISSAU NEGOTIATIONS AND STATUS POSSIBLE UNSC CONSIDERATION AS GIVEN REF A TO DFA REP IN CANBERRA JULY 16. IT APPEARS AUSTRALIA WILL SUPPORT GUINEA-BISSAU MEMBERSHIP IN UN WHEN IT IS RAISED IN FORMAL SENSE. AT SAME TIME, GOA RECOGNIZES THAT PREMATURE CONSIDERATION OF GUINEA-BISSAU'S APPLICATION WOULD BE UNFORTUNATE FROM TACTICAL POINT OF VIEW AND HOPE WAS EXPRESSED THAT GUINEA-BISSAU WOULD RESIST ANY TEMPTATION TO PURSUE ITS APPLICATION THROUGH CALLING SECURITY COUNCIL MEETING FOR THIS PURPOSE IN NEAR FUTURE. DFA REP STATED SIR LAURENCE MCINTYRE HAD ALREADY EXPRESSED SUCH CAUTION TO PAIGC OBSERVER IN NEW YORK. FROM CONVERSATIONS WITH PORTUGUESE AMBASSADOR TO AUSTRALIA, IT APPEARS THAT PORTUGUESE EMBASSY HERE ON INSTRUCTIONS FROM LISBON WILL NOT RAISE SUBJECT DIRECTLY WITH GOVERNMENT OF AUSTRALIA BUT THAT PORTUGUESE GOVERN-
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MENT EXPECTS FRIENDLY COUNTRIES TO MAKE APPROPRIATE APPROACHES TO

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AUSTRALIAN AND OTHER CONCERNED GOVERNMENTS ON THIS MATTER. BRITISH HIGH COMMISSION REPRESENTATIVE IN CANBERRA SAYS HIS INSTRUCTIONS ARE TO RAISE MATTER WITH APPROPRIATE AUSTRALIAN REPS AT APPROPRIATE TIME IN COURSE OF NORMAL BUSINESS. END SUMMARY.

2. EMBOFF GAVE RATIONALE PROVIDED REF A TO R. M. NORTH, OFFICER IN CHARGE OF AFRICAN SECTION IN EUROPE AND AFRICAN BRANCH OF DEPARTMENT OF FOREIGN AFFAIRS JULY 16. NORTH SEEMED CONVERSANT WITH CONTENT OF US APPROACH ALTHOUGH HE STATED APPRECIATION FOR LOGICAL PRESENTATION OF USG VIEW OF SITUATION. HIS ANSWER TO QUESTION ABOUT AUSTRALIAN ATTITUDE TOWARD EARLY CONSIDERATION IN SECURITY COUNCIL OF GUINEA-BISSAU MEMBERSHIP IN UN IS AS FOLLOWS: PERMANENT HEAD, AUSTRALIAN DELEGATION IN NEW YORK, SIR LAURENCE MCINTYRE, WAS APPROACHED BY PAIGC REPRESENTATIVE IN RECENT PAST ON QUESTION OF AUSTRALIAN ATTITUDE TOWARD GUINEA-BISSAU MEMBERSHIP. THIS MEETING DESCRIBED BY NORTH AS "EXPLORATORY" IN THAT PAIGC REP DID NOT SPECIFICALLY ASK FOR AUSTRALIAN SUPPORT BUT ONLY THAT AUSTRALIA BE AWARE OF GUINEA-BISSAU'S DESIRE TO BE MEMBER OF UN. SECOND MEETING TOOK PLACE FEW DAYS LATER AND MCINTYRE UNDER INSTRUCTIONS FROM CANBERRA STATED THAT AUSTRALIAN GOVERNMENT WOULD SUPPORT APPLICATION BY GUINEA-BISSAU FOR UN MEMBERSHIP. WITH REGARD TO TACTICS, HOWEVER, MCINTYRE REPORTEDLY TOLD PAIGC REP THAT GOA WOULD BE CONCERNED WITH "PREMATURE" ATTEMPT TO GET SECURITY COUNCIL CONSIDERATION OF THIS APPLICATION. IN THIS CONNECTION, NORTH STATED THAT IMPRESSION MCINTYRE WANTED TO IMPLY WAS HOPE THAT GUINEA-BISSAU WOULD NOT FORCE ITS APPLICATION BEFORE PORTUGUESE GOVERNMENT HAS HAD OPPORTUNITY NEGOTIATE WITH PAIGC ON SETTLEMENT OF GUINEA-BISSAU'S SELF-DETERMINATION AND INDEPENDENCE. NORTH ADDED THAT IT WAS AUSTRALIAN GOVERNMENT'S INTENTION TO SUPPORT GUINEA-BISSAU MEMBERSHIP IN UN WHEN IT WAS PROPOSED BUT FORESAW SOME ADVANTAGE TO HAVING PORTUGAL SUPPORT SUCH APPLICATION SHOULD THAT PROVE FEASIBLE AS A RESULT OF SUCCESSFUL NEGOTIATIONS. IN SUM, NORTH INDICATED AUSTRALIAN POSITION IS SIMILAR TO THAT PRESENTED BY EMBOFF. NORTH ALSO STATED THAT AS FAR AS HE WAS AWARE, AUSTRALIAN GOVERNMENT INTENDED TO TAKE NO INITIATIVE WHICH WOULD UPSET NEGOTIATIONS OR SEEM TO RAISE THE MATTER PREMATURELY IN UN CONTEXT.

3. PRIOR TO MEETING WITH NORTH, EMBOFF SPOKE WITH PORTUGUESE AMBASSADOR TO AUSTRALIA, WEMANS. WEMANS INDICATED AT FIRST CONFIDENTIAL

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MEETING THAT HE HAD NO INSTRUCTIONS ON THE MATTER FROM LISBON AND REQUESTED EMBOFF WAIT UNTIL HE HAD QUERIED HIS FOREIGN MINISTRY. RESPONSE RECEIVED JULY 15 IN CANBERRA FROM LISBON STATED IN EFFECT THAT WHILE PORTUGUESE GOVERNMENT DOES NOT EXPECT TO RAISE SUBJECT OF GUINEA-BISSAU MEMBERSHIP IN UN WITH AUSTRALIAN GOVERN-MENT OR OTHER GOVERNMENTS CONCERNED, THAT IT WAS EXPECTED FRIENDLY GOVERNMENTS WOULD DO SO. IN ANSWER TO A QUESTION, AMBASSADOR WEMANS SAID HIS MESSAGE HAD BEEN DRAFTED BY THOSE CURRENTLY IN

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POWER IN PORTUGAL, I.E., AFTER FORMER GOVERNMENT'S RESIGNATION LAST WEEK.

4. EMBOFF ALSO RAISED SUBJECT WITH BRITISH HIGH COMMISSION OFFICER IN CANBERRA, HEWITT, WHO ALSO RECEIVED MESSAGE FROM LONDON ON JULY 15. LONDON MESSAGE REPORTEDLY INDICATED HMG BELIEF THAT FORMAL REPRESENTATION ON THIS SUBJECT WOULD HAVE LITTLE IMPACT ON GOA BUT THAT BRITISH OFFICIALS IN CANBERRA COULD, AS THE OCCASION PRESENTED ITSELF, MAKE POINTS SIMILAR TO THOSE CONTAINED IN REF A TO APPROPRIATE AUSTRALIAN AUTHORITIES. HEWITT INDICATED HE WOULD DO SO IN NORMAL COURSE OF BUSINESS BUT WOULD NOT BE SEEING DFA REPS SPECIFICALLY ON THIS MATTER.

5. COMMENT: BOTH PORTUGUESE AMBASSADOR AND BRITISH HIGH COMMISSION REP INDICATED THEIR PERSONAL VIEW THAT REPRESENTATIONS TO GOA ON GUINEA-BISSAU MEMBERSHIP IN UN WERE PROBABLY UNAVAILING BECAUSE OF WHAT THEY CONSIDER TO BE AUSTRALIAN GOVERNMENT'S DE FACTO RECOGNITION OF GUINEA-BISSAU. FOREIGN MINISTER WILLESEE IN RECENT SPEECH IN ADELAIDE, REFERRED TO AUSTRALIAN GOVERNMENT AS HAVING RECOGNIZED GUINEA-BISSAU AS AN "ENTITY". PORTUGUESE AMBASSADOR STATED HE HAD QUERIED DFA AFTER THIS SPEECH AND HAD RECEIVED CONFIRMATION THAT AUSTRALIAN ACTION CONSTITUTED DE FACTO RECOGNITION OF GUINEA-BISSAU. THIS SITUATION WAS CONFIRMED BY DFA OFFICER NORTH IN CONVERSATION JULY 16.

6. IN DISCUSSING GUINEA-BISSAU APPLICATION WITH DFA REP, EMBOFF MADE USE OF INFORMATION CONTAINED REF B TO EFFECT THAT NEGOTIATIONS BETWEEN PORTUGAL AND PAIGC WERE MAKING SOME CURRENT PROGRESS. DFA REP EXPRESSED APPRECIATION FOR INFORMATION AND LEFT EMBOFF WITH IMPRESSION THAT GOA WOULD BE ABLE TO CAUTION PAIGC REP IN NEW YORK AGAINST PREMATURE ACTION ON ITS APPLICATION FOR GUINEA-BISSAU UN MEMBERSHIP. IT IS NOT APPARENTLY, HOWEVER, TO BE EXPECTED THAT AUSTRALIAN REPRESENTATIVES WILL TAKE THE LEAD IN
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RECOMMENDING CAUTION ON THIS SCORE. END COMMENT.
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